

## Message Text

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ACTION IO-14

INFO OCT-01 EUR-12 EA-10 ISO-00 INT-05 CIAE-00 DODE-00  
PM-05 H-01 INR-10 L-03 NSAE-00 NSC-05 PA-01  
SP-02 SS-15 USIA-06 /090 W  
-----126801 250213Z /64

R 242223Z MAR 78

FM USMISSION USUN NEW YORK  
TO SECSTATE WASHDC 0257  
INFO AMEMBASSY LONDON  
AMEMBASSY MOSCOW  
AMEMBASSY PARIS  
USLO PEKING  
CINCPACREP GUAM

C O N F I D E N T I A L SECTION 01 OF 02 USUN NEW YORK 01083

DEPARTMENT PASS INTERIOR FOR OMSN AND OTA

CINCPACREP GUAM PASS HICOM FOR STATUS LNO

E.O. 11652: GDS  
TAGS: PORG, UNTC, UNSC, UNGA, TQ, PINT, US  
SUBJECT: CONGRESS OF MICRONESIA LEADERS CALL ON  
AMBASSADOR LOWENSTEIN: VISITING MISSION FOR CONSTITUTIONAL  
REFERENDUM.

REF: A) MICROCONGRESS P 1105272 FEBRUARY '78 (NOTAL),  
- B)USUN 1047

SUMMARY: THE CONGRESS OF MICRONESIA (COM) LEADERS CALLED  
ON AMBASSADOR LOWENSTEIN ON MARCH 22, EXPLAINING THE  
PURPOSE OF THEIR VISIT AS SEEKING SECURITY COUNCIL (SC),  
AS WELL AS TRUSTEESHIP COUNCIL (TC) INVOLVEMENT IN THE  
UPCOMING CONSTITUTIONAL REFERENDUM. THE COM LEADERS  
ARGUED FOR EARLIER AND "HIGHER LEVEL" UN INVOLVEMENT IN  
THE REFERENDUM THAN IS NOW PLANNED AND REQUESTED THAT  
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WE SEEK SC PARTICIPATION IN THE REFERENDUM ON BEHALF OF  
THE TRUST TERRITORY (TT) AND, LATER, SEEK AN EARLIER  
ARRIVAL IN MICRONESIA OF THE TC VISITING MISSION (VM) AND  
A LARGER MISSION - PREFERABLY AUGMENTED BY SC MEMBERS.  
PARTICULAR AREAS OF CONCERN CITED BY THE COM LEGISLATIVE  
COUNSEL INCLUDED: US OPPOSITION TO THE CONSTITUTION, US  
INVOLVEMENT IN ADMINISTRATION OF THE EDUCATION FOR

SELF-GOVERNMENT (ESG) PROGRAM AND THE FACT THAT MICRONESIAN ELECTIONS "NEVER WORK". IF THE MARSHALLS VOTE SPLITS ALONG GEOGRAPHIC LINES, AS EXPECTED, THE COM WILL SEEK TO INCLUDE THE WESTERN MARSHALLS IN THE FSM. COMMENT: WE SEE ADVANTAGES IN AUGMENTING THE TC VISITING MISSION WITH REPRESENTATIVES OF TWO SC MEMBERS -- IF WE COULD BE SURE THIS WOULD NOT RESULT IN SC CONSIDERATION OF THE VM OR ANY OTHER ASPECT OF THE WHOLE QUESTION -- WE ARE LOOKING INTO MODALITIES TO ACCOMPLISH THIS. IF SUCH AUGMENTATION IS NOT POSSIBLE, WE SEE ADVANTAGES IN INCREASING THE MISSION SIZE BY TWO MEMBERS (ONE UK AND ONE FRENCH) AND HAVING IT ARRIVE SOMEWHAT EARLIER THAN NOW PLANNED. USUN RECOMMENDS A US REPLY TO THE ALLEGATIONS CONTAINED IN THE COM MARCH 16 LETTER (REF B) WHICH WILL BE CIRCULATED AS A TC DOCUMENT. THE DEPARTMENT'S VIEWS ARE REQUESTED. END SUMMARY.

1. ON MARCH 22, COM SENATE PRESIDENT NAKAYAMA, HOUSE SPEAKER HENRY, THE COM LEGISLATIVE COUNSEL (LC), AND WASHINGTON REPRESENTATIVE FALCAM CALLED ON AMBASSADOR LOWENSTEIN AND MISOFFS AT THE FORMERS' REQUEST. HENRY EXPLAINED THAT THEY HAD BEEN MEETING WITH THE HEADS OF VARIOUS UN ORGANS IN PURSUIT OF THE OBJECTIVES CONTAINED IN THEIR FEBRUARY 10 LETTER TO THE SC PRESIDENT (ASKING FOR SC SUPERVISION OF THE JULY CONSTITUTIONAL REFERENDUM.) HE PRESENTED THE FOLLOWING

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ARGUMENT. THE COM WANTS BOTH THE SC AND TC INVOLVED IN THE CONDUCT OF THE JULY CONSTITUTIONAL REFERENDUM TO INSURE THE FAIREST REFERENDUM POSSIBLE. INVOLVEMENT BY BOTH WOULD HAVE AN ADDITIONAL ADVANTAGE IN FAMILIARIZING THE SC, WHICH WILL HAVE FINAL RESPONSIBILITY FOR A DECISION ON TERMINATION, WITH DEVELOPMENTS LEADING UP TO TERMINATION. INVOLVEMENT BY BOTH THE SC AND TC WOULD BE IN THE BEST INTERESTS OF ALL THE PARTIES INVOLVED. THE US COULD HELP BY SECURING SC AGREEMENT TO "PARTICIPATE" IN THE REFERENDUM. NAKAYAMA EXPRESSED CONCERN THAT A LACK OF EARLY SC INVOLVEMENT MIGHT RESULT IN A VETO OF TERMINATION.

2. NAKAYAMA AND FALCAM EXPRESSED CONCERN THAT PRESENT PLANS CALL FOR ONLY A FOUR-MEMBER VISITING MISSION, WITH NO VM MEMBERS IN YAP OR KOSRAE ON ELECTION DAY. THEY SAID IT WOULD BE DESIRABLE TO INCREASE THE NUMBER OF VM MEMBERS -- PREFERABLY BY INCLUDING SC MEMBERS -- TO FORESTALL ANY COMPLAINTS FROM THOSE TWO DISTRICTS. IN LIGHT OF THE SEPARATIST TENDENCIES IN MICRONESIA IT IS IMPORTANT THAT THE REFERENDUM BE CONDUCTED IN SUCH A WAY THAT ALL WILL HAVE CONFIDENCE IN THE RESULT, THEY SAID.

3. THE LC, WHO DID MUCH OF THE TALKING, DESCRIBED THE REFERENDUM AS THE FIRST STEP TO TERMINATION. HE SAID THE COM WOULD APPRECIATE IT IF WE WOULD REQUEST SC INVOLVEMENT IN THE REFERENDUM ON BEHALF OF THE TT. LOWENSTEIN STATED THAT THE KEY IS A FAIR REFERENDUM AND ARGUED AGAINST LETTING A FOCUS ON PROCEDURAL ISSUES IMPEDE THE ACHIEVEMENT OF THAT OBJECTIVE, WHICH WE SHARE.

4. THE LC NOTED PARTICULAR AREAS OF CONCERN WHICH ARGUE FOR EARLIER AND "HIGHER LEVEL" UN INVOLVEMENT IN THE REFERENDUM THAN NOW CONTEMPLATED BY THE TC, INCLUDING: A) OPPOSITION BY THE STATUS NEGOTIATORS TO THE CONSTITUTION, B) THEIR INVOLVEMENT IN THE ADMINISTRATION OF THE ESG

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R 242223Z MAR 78  
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C O N F I D E N T I A L SECTION 02 OF 02 USUN NEW YORK 01083

DEPARTMENT PASS INTERIOR FOR OMSN AND OTA

CINCPACREP GUAM PASS HICOM FOR STATUS LNO

PROGRAM, AND C) THE FACT THAT MICRONESIAN ELECTIONS

"NEVER WORK". LOWENSTEIN ASKED FOR A LIST OF ALL THE COM'S CONCERNS AND NOTED THAT THE QUESTION OF THE TIMING OF THE ARRIVAL OF THE VM RATHER THAN ITS COMPOSITION SEEMED THE CRUCIAL ISSUE. THE LC ASKED IF WE COULD HELP GET THE TC VM OUT TO THE TT EARLIER THAN JUNE 21 AS NOW PLANNED.

5. LOWENSTEIN NOTED THAT IT HAD BEEN SUGGESTED THAT A TT VISIT BY HIM MIGHT BE USEFUL AND THAT HE COULD BE AVAILABLE FOR SUCH A VISIT IN EARLY MAY. SHOULD HE VISIT THE TT, LOWENSTEIN ASKED THE COM LEADERS WITH WHOM THEY THOUGHT HE SHOULD MEET. THE LC REPLIED THAT THE REFERENDUM BOARD WAS A MUST.

6. IN A LATER CONVERSATION WITH MISOFF, THE LC RAISED THE CONFIDENTIAL

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QUESTION OF CONTACTS BETWEEN THE REFERENDUM BOARD AND THE VM. HE SAID THAT NO ONE EXPECTED THE UN TO "RUN" THE REFERENDUM BUT THAT EARLY CONTACT -- EVEN IF ONLY BY LETTER -- WITH THE TC SECRETARIAT OFFICE COULD CONTRIBUTE TO THE CONDUCT OF THE REFERENDUM. MISOFF WAS NONCOMMittal.

7. THE LC ALSO COMMENTED THAT IF THE VOTE IN THE MARSHALL ISLANDS GOES AGAINST THE CONSTITUTION BUT IS DIVIDED ALONG GEOGRAPHICAL LINES, AS EXPECTED, HE IS SURE THE COM WILL SEEK TO SPLIT THE MARSHALLS AND INCLUDE THE WESTERN MARSHALLS (WHERE SUPPORT FOR THE CONSTITUTION IS EXPECTED) IN THE FEDERATED STATES OF MICRONESIA. HE SAID THE COM LEADERS HAD SEEN ONLY ONE SC MEMBER (OTHER THAN SC PRESIDENT RICHARD) IN NEW YORK - THE VENEZUELAN PERMREP.

8. COMMENT: WE SEE ADVANTAGES IN AUGMENTING THE TC VM WITH REPRESENTATIVES OF SC MEMBERS -- IF IT CAN BE ACCOMPLISHED IN A WAY THAT WOULD NOT RESULT IN SC CONSIDERATION OF THE TT. A POSSIBILITY WOULD BE FOR THE TC TO INVITE TWO CAREFULLY SELECTED SC MEMBERS TO PARTICIPATE IN THE MISSION. A LARGER, MORE DIVERSE, MORE REPRESENTATIVE MISSION WOULD PROVIDE AN IMPROVED IMPRIMATUR FOR THE REFERENDUM AND COULD HELP FORESTALL CRITICISM OF THE MISSION.

9. IF IT IS NOT FEASIBLE TO AUGMENT THE TC MISSION WITH REPRESENTATIVES OF SC MEMBERS, WE WOULD SEE NO DISADVANTAGE -- OTHER THAN SLIGHTLY INCREASED COST -- AND SOME ADVANTAGE IN COMPLYING WITH THE COM REQUEST TO INCREASE THE SIZE OF THE TC MISSION (BY ONE MORE MEMBER EACH FROM THE UK AND FRANCE) AND HAVING IT ARRIVE SOMEWHAT EARLIER (A WEEK, PERHAPS). THESE CHANGES WOULD

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SOMEWHAT IMPROVE THE MISSION'S CREDIBILITY BY ALLOWING FOR MORE COMPREHENSIVE COVERAGE. ALSO, ATMOSPHERIC ADVANTAGES MIGHT RESULT FROM RESPONDING TO THE COM REQUEST. WE DOUBT THAT THE UK OR FRENCH MISSIONS WOULD RAISE STRONG OBJECTIONS AND DO NOT BELIEVE THE ADDITIONAL COST SHOULD BE AN IMPEDIMENT.

10. CONCERNING COMMUNICATION BETWEEN THE REFERENDUM BOARD AND THE VM OR TC, WE DON'T KNOW EXACTLY WHAT IS ENVISIONED BY THE LC. WE WOULD HOPE TO PROVIDE THE VM WITH AS MUCH INFORMATION AS POSSIBLE ABOUT HOW THE REFERENDUM WILL BE CONDUCTED. THE VM WILL NOT ACTUALLY COME INTO EXISTENCE IN ANY CASE UNTIL THE TC SO DECIDES AT ITS 45TH SESSION AND MEMBERS ARE DESIGNATED. TO THE DEGREE THAT WE CAN, WE PREFER TO KEEP OFFICIAL COMMUNICATIONS WITH THE TC OR VM IN THE APPROPRIATE CHANNELS (I.E. USUN). END COMMENT.

11. TC PRESIDENT BYATT (UK) INFORMED US THAT SC PRESIDENT RICHARD (UK) WILL HAVE THE MARCH 16 COM LETTER (REF B) CIRCULATED INFORMALLY (NOT AS AN SC DOCUMENT) TO SC MEMBERS. TC SECRETARY ABEBE CONFIRMED THAT PAST PRACTICE HAS BEEN FOR THE SC TO PASS SUCH LETTERS TO THE TC FOR DISTRIBUTION AS A TC DOCUMENT.

12. COMMENT: USUN RECOMMENDS THAT WE REPLY TO THE ALLEGATIONS MADE IN THE COM LETTER IN A LETTER FROM USUN TO THE TC PRESIDENT. END COMMENT.

13. ACTION REQUESTED: THE DEPARTMENT'S VIEWS ON PARAGRAPHS 8, 9, 10 TEXT OF A REPLY TO THE COM LETTER ARE REQUESTED. LEONARD

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## Message Attributes

**Automatic Decaptoning:** X  
**Capture Date:** 01 jan 1994  
**Channel Indicators:** n/a  
**Current Classification:** UNCLASSIFIED  
**Concepts:** AMBASSADORS, DIPLOMATIC COMMUNICATIONS, TRUSTEESHIPS (UN), ELECTION OBSERVATION TEAM  
**Control Number:** n/a  
**Copy:** SINGLE  
**Draft Date:** 24 mar 1978  
**Decaption Date:** 01 jan 1960  
**Decaption Note:**  
**Disposition Action:** RELEASED  
**Disposition Approved on Date:**  
**Disposition Case Number:** n/a  
**Disposition Comment:** 25 YEAR REVIEW  
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**Review Markings:**  
Sheryl P. Walter  
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20 Mar 2014  
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